United Nations

Framework Convention on Climate Change

FCCC/SBI/2014/INF.14

Distr.: General
29 November 2014

English only

Subsidiary Body for Implementation
Forty-first session
Lima, 1–8 December 2014

Item 9 of the provisional agenda
National adaptation plans

Information paper on experiences, good practices, lessons learned, gaps and needs in the process to formulate and implement national adaptation plans

Summary

This information paper presents experiences, good practices, lessons learned, gaps and needs in the process to formulate and implement national adaptation plans (NAPs), based on the submissions from Parties and organizations on NAPs, and the first and second NAP Expo, held in Bonn, Germany, on 9 June 2013 and from 8 to 9 August 2014, respectively. The information paper also draws relevant experiences, good practices, lessons learned, gaps and needs from meetings organized by the Adaptation Committee and the Least Developed Countries Expert Group in 2013 and 2014. The experiences, good practices, lessons learned, gaps and needs are organized around the four elements and the modalities of the process to formulate and implement NAPs.

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I. Introduction

A. Mandate

1. The Subsidiary Body for Implementation (SBI), at its fortieth session, invited the Least Developed Countries Expert Group (LEG) and the Adaptation Committee to prepare an information paper on experiences, good practices, lessons learned, gaps and needs in the process to formulate and implement national adaptation plans (NAPs) based on the NAP Expo and relevant documents, including submissions from Parties and relevant organizations, for consideration at SBI 41, as well as to serve as an input to the workshop on this matter to be held prior to SBI 42.[1]

B. Scope

2. The information paper presents the experiences of Parties and relevant organizations of the process to formulate and implement NAPs, as well as good practices, lessons learned, gaps and needs based on that experience. In accordance with the mandate for this paper, the information has been drawn from submissions from Parties and relevant organizations,[2] the NAP Expo, held in August 2014, as well as the first NAP Expo held in June 2013,[3] a technical meeting on NAPs held by the LEG in February 2014, a meeting of the Adaptation Committee on monitoring and evaluation held in September 2013, a meeting of the Adaptation Committee's task force on NAPs held in September 2014[4] and a LEG workshop on NAPs for the Pacific region held in November 2014.[5]

3. The paper also includes information on experiences of other adaptation programmes, projects and processes in cases where Parties and relevant organizations have identified these as relevant to the process to formulate and implement NAPs in the various sources referred to in paragraph 2 above. It further includes lessons learned, good practices, gaps and needs. These are not exhaustive and do not represent universally agreed issues by all Parties.

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[1] FCCC/SBI/2014/8, paragraph 107.

[2] Submissions on experiences with the application of the initial guidelines for the formulation of NAPs, as well as information relevant to the formulation and implementation of NAPs (22 submissions from Parties (including groups of Parties), and 18 submissions from relevant organizations had been received as at 18 August 2014; see documents FCCC/SBI/2013/9, FCCC/SBI/2014/MISC.1 and FCCC/SBI/2013/MISC.2 and Add.1). Submissions from partner organizations to the Nairobi work programme on impacts, vulnerability and adaptation to climate change on good practices in, and lessons learned from, national adaptation planning (18 submissions from relevant organizations and one from a group of organizations had been received as at 20 October 2014; see documents FCCC/SBSTA/2014/MISC.8 and FCCC/SBSTA/2014/4).

[3] The second NAP Expo took place on 8 and 9 August 2014 in Bonn, Germany. Representatives from Parties and relevant organizations gathered to share experiences and to discuss support for the NAP process as well as to identify gaps and needs. More information is available at <http://unfccc.int/8425>.

[4] The Adaptation Committee's task force on NAPs met on 26 and 27 September 2014 in Bonn, with 17 representatives from United Nations agencies, relevant multilateral and bilateral organizations and non-governmental organizations supporting the NAP process to discuss their experiences and to explore how organizations can best support the process. An internal report of the meeting will be made available on the web pages of the Adaptation Committee (<unfccc.int/6053>).

[5] See <http://unfccc.int/8608>.

II. Overview of the process to formulate and implement national adaptation plans

A. Establishment of the process to formulate and implement national adaptation plans

4. At its sixteenth session, the Conference of the Parties (COP) established the process to enable the least developed country (LDC) Parties to formulate and implement NAPs and invited other developing country Parties to employ the modalities formulated to support the NAPs.[6]

5. COP 17 adopted the initial guidelines for the formulation of NAPs by LDC Parties, which include the following elements: laying the groundwork and addressing gaps; preparatory elements; implementation strategies; and reporting, monitoring and review.[7] In 2012, the LEG, in response to a request from the COP,[8] published technical guidelines for the NAP process.[9] The Adaptation Committee reviewed these technical guidelines and concluded that they are broad and non-prescriptive and therefore flexible enough to also be applied to non-LDC developing countries. It also concluded that in applying the technical guidelines for the NAP process countries should build on the experience of previous adaptation activities and seek to create coherence.[10]

B. Modalities for support

6. COP 17 urged developed country Parties to mobilize financial support for the NAP process for LDC Parties through bilateral and multilateral channels, including through the Least Developed Countries Fund (LDCF), in accordance with decision 1/CP.16.[11]

7. COP 18 requested the Global Environment Facility (GEF), as an operating entity of the financial mechanism of the Convention, as a first step under the NAP process, to provide funding from the LDCF, to meet the agreed full cost, as appropriate, of activities to enable the preparation of the NAP process by the LDC Parties.[12] The COP also requested the GEF, through the Special Climate Change Fund (SCCF), to consider how to enable activities for the preparation of the NAP process for interested developing country Parties that are not LDCs.[13] In response, the GEF developed a document titled "Operationalizing Support to the Preparation of the National Adaptation Plan Process in Response to Guidance from the UNFCCC COP",[14] which provides an operational basis for supporting the NAP process in eligible developing countries.

8. COP 18 also recognized that the Green Climate Fund (GCF) will support developing countries in pursuing project-based and programmatic approaches in accordance with climate change strategies and plans, such as national adaptation programmes of action

[6] Decision 1/CP.16, paragraphs 15 and 16.
[7] Decision 5/CP.17, paragraph 6 and annex.
[8] Decision 5/CP.17, paragraph 15.
[9] Available in English, French, Portuguese and Spanish at <http://unfccc.int/7279>.
[10] FCCC/SB/2013/2, paragraph 30.
[11] Decision 5/CP.17, paragraph 21. More information on financial and other forms of support to the NAP process is available in document FCCC/SBI/2014/INF.25 prepared for SBI 41.
[12] Decision 12/CP.18, paragraph 1(a).
[13] Decision 12/CP.18, paragraph 4.
[14] Available at <www.thegef.org/gef/council_document/operationalizing-supoprt-preparation-national-adaptation-plan-process-response-guid>.

(NAPAs), NAPs and other related activities,[15] as laid out in its governing instrument. According to the same instrument, the GCF, once operational, will provide resources for readiness and preparatory activities and technical assistance, such as the preparation or strengthening of NAPs.[16]

9. Regarding modalities for technical support, COP 17 requested the LEG to provide technical guidance and support to the NAP process in LDCs.[17] In response, the LEG produced the technical guidelines for the NAP process referred to in paragraph 5 above, conducted training workshops on NAPs, created NAP Central as a web portal to support the process and carried out other activities. More information on the guidance and support provided by the LEG to the NAP process is contained in the reports of the LEG to the SBI.[18]

10. The COP requested the Adaptation Committee to be the overall advisory body on adaptation under the Convention[19] and encouraged the Adaptation Committee, in accordance with its agreed functions, to continue its work in developing the relevant modalities for supporting interested developing countries that are not LDC Parties to plan, prioritize and implement their national adaptation planning measures, including through the use of the modalities contained in decision 5/CP.17. As part of its efforts to deliver on this mandate, the Adaptation Committee established a task force on NAPs.[20] The objectives of the Adaptation Committee's task force on NAPs are:[21]

(a) To serve as the panel within the Adaptation Committee that continuously looks at issues related to NAPs;

(b) To liaise with the LEG, upon request, in support of its work with regard to NAPs in the LDCs, ensuring consistence and supplementarity of mandates;

(c) To identify opportunities in which activities can also be employed by non-LDCs;

(d) To follow up on the operationalization of modalities identified for the support of non-LDCs' NAPs under the guidance of the Co-Chairs of the Adaptation Committee;

(e) To report to the Adaptation Committee at each of its meetings on issues identified and proposed activities to support the NAP process for all eligible/interested developing countries.

11. More information on the Adaptation Committee's support to the process to formulate and implement NAPs is available in its annual reports to the COP.[22]

12. COP 17 and COP 19 invited United Nations organizations, specialized agencies and other relevant organizations, as well as bilateral and multilateral agencies, to support the NAP process in developing countries, and, where possible, to consider establishing or enhancing support programmes for the NAP process, to facilitate financial and technical support.[23] In response, the United Nations Environment Programme (UNEP) and the United Nations Development Programme (UNDP), in collaboration with other organizations and

[15] Decision 12/CP.18, preamble.
[16] Decision 3/CP.17, annex.
[17] Decision 5/CP.17, paragraph 13.
[18] FCCC/SBI/2012/7, FCCC/SBI/2012/27, FCCC/SBI/2013/8, FCCC/SBI/2013/15, FCCC/SBI/2014/4 and FCCC/SBI/2014/13.
[19] Decision 2/CP.17, paragraphs 92 and 93.
[20] FCCC/SB/2013/2, paragraph 33, and annex I.
[21] FCCC/SB/2013/2, annex I.
[22] Available at <http://unfccc.int/7584>.
[23] Decision 5/CP.17, paragraph 23, and decision 18/CP.19, paragraph 5.

agencies, established the NAP global support programme for LDCs with funding from the LDCF. The support programme was launched in June 2013.

13. Several developed country Parties have also responded to the invitation from the COP[24] to continue to provide LDC Parties and developing country Parties that are not LDCs with finance, technology and capacity-building for the process to formulate and implement NAPs. These include the European Union and its member States, Germany through the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), the United States of America through the Agency for International Development (USAID) and Japan through the Japan International Cooperation Agency.[25]

14. Various organizations, including the Food and Agriculture Organization of the United Nations, UNDP, UNEP, the International Fund for Agricultural Development and the World Health Organization, have communicated ongoing programmes that could directly contribute to various elements of the process to formulate and implement NAPs.

C. Progress on the national adaptation plan process to date

15. A number of developing country Parties have embarked on the process to formulate and implement NAPs through various activities, including stakeholder workshops (e.g. Jamaica, Malawi and the United Republic of Tanzania), the development of road maps (e.g. Bangladesh, Cambodia, the United Republic of Tanzania and Togo), stocktaking exercises (e.g. Cambodia, Lesotho, the Niger and Togo) or even the development of a draft NAP (e.g. Burkina Faso, Ethiopia and the Sudan). Currently, 23 LDCs are participating directly in the NAP global support programme referred to in paragraph 12 above.

16. Furthermore, many developing country Parties are in various stages of undertaking measures on climate change adaptation, such as on institutional arrangements, frameworks, projects, programmes and policies that address some or many activities associated with the process to formulate and implement NAPs. Such activities are already serving as the foundation for the process to formulate and implement NAPs in these countries, and they include the preparation and implementation of NAPAs for the LDCs.

III. Experiences, lessons learned, good practices, gaps and needs in the process to formulate and implement national adaptation plans

17. The initial guidelines for the formulation of NAPs by LDC Parties are structured into four elements that can be undertaken in the development of NAPs.[26] These are (A) laying the groundwork and addressing gaps, (B) preparatory elements, (C) implementation strategies and (D) reporting, monitoring and review. These elements are used to structure the sections that follow.

18. The gaps and needs presented under each of the sections below may be revisited in the future given that many developing country Parties are undertaking various elements of the process to formulate and implement NAPs, as highlighted in paragraphs 15 and 16 above.

[24] Decision 5/CP.17, paragraph 20.
[25] FCCC/SBI/2014/MISC.1 and FCCC/SBI/2013/MISC.2 and Add.1.
[26] Decision 5/CP.17, annex.

A. Element A: laying the groundwork and addressing gaps

1. Experiences in laying the groundwork and addressing gaps

19. Many LDC Parties that have started to assess arrangements and capacity for coordination and leadership on adaptation have indicated that it is most effective and practical to build on the existing national structures and procedures. They already have institutional arrangements in place that have been established through past and ongoing initiatives. Such arrangements include inter-ministerial climate change committees, multidisciplinary technical teams composed of national experts from government agencies, civil society and local communities, and national climate change secretariats that support day-to-day operations.

20. Despite the existence of such arrangements, many Parties are not yet satisfied with the level of coordination and cooperation among various national ministries, various stakeholders and supporting agencies.

21. The establishment of an appropriate national mandate is one essential means through which countries have advanced long-term leadership and coordination of the process to formulate and implement NAPs. Such mandates have been established in the form of an act, a directive, an executive order or a policy issued by the national government to guide action on adaptation. They help to establish clear responsibilities for government agencies and other stakeholders, and to specify key actions, milestones and outputs for the process.

22. Regarding the stocktaking of available information on climate change and vulnerabilities as well as adaptation activities and gaps and needs, different methods and/or approaches are used to collect and synthesize respective information. These include desk studies, workshops, surveys and information management systems. GIZ has developed the stocktaking for national adaptation planning tool[27] and applied it in several countries.

23. Some important sources of information for the stocktaking exercise include NAPAs; national communications; national climate change strategies, policies, projects and programmes; and multilateral and bilateral programmes such as the Pilot Programme for Climate Resilience, the Global Climate Change Alliance (GCCA), the Africa Adaptation Programme (AAP) and the Pacific Adaptation to Climate Change project.

24. Gaps and needs for the formulation of comprehensive plans, programmes and policies, particularly regarding existing capacity (human, institutional and systemic) and support (financial and technical) are often identified through gaps and needs analyses in the context of ongoing activities. For example, key national policy documents are reviewed to assess the extent to which climate change has been integrated into those documents. Some LDCs have conducted such analyses as part of the design of project proposals for the implementation of NAPAs under the LDCF while identifying the existing baseline of adaptation.

25. In general, countries have reported that the stocktaking exercise has helped them to acknowledge the progress they have already made regarding particular aspects of the process to formulate and implement NAPs and to build on existing activities. Furthermore, the outcomes of the stocktaking have helped to identify key leaders of and contributors to the process to formulate and implement NAPs.

26. Regarding the linkages between adaptation and development, high-level coordination mechanisms for adaptation are reported to best enable the mainstreaming of climate change adaptation across different ministries/agencies, and hence into broader

[27] A factsheet on the SNAP tool is available at <https://gc21.giz.de/ibt/var/app/wp342deP/1443/wp-content/uploads/filebase/ms/mainstreaming-tools/giz-2014_Factsheet-SNAP-EN.pdf>.

national development planning. Furthermore, many countries promote broad participation of different agencies and stakeholders in their general policy process, which further enhances the integration of adaptation.

27. Based on the assessment of existing arrangements, capacity and information, several countries have put in place road maps and/or strategies for the NAP process, defining, among others, specific goals and objectives for the national process, leadership arrangements and the timing of main steps. Some of the road maps already indicate specific timelines for the production of plans, for example, within the first three years of the launching of the process to formulate and implement NAPs, and review periods every five years.

2. Lessons learned and good practices

28. Based on the experiences above, the following lessons learned and good practices have been identified for laying the groundwork and addressing gaps:

(a) Institutional arrangements set up at the highest policy level can ensure that work is coordinated across the different government agencies, that participation of all concerned is encouraged and that required resources are mobilized;

(b) Awareness-raising and consultations among all relevant stakeholders and the communication of the national adaptation strategy and vision to such stakeholders can help to promote synergy and coordination of actions;

(c) Roles and responsibilities between various governance levels need to be clarified to achieve effective integration of adaptation into development planning, for example, through an appropriate national mandate for the process to formulate and implement NAPs;

(d) The stocktaking exercise at multiple levels can be used not only for the identification of existing experiences, best practices and lessons learned in adaptation planning and implementation but also for the strategic identification of key leaders and stakeholders for the process to formulate and implement NAPs;

(e) The process to formulate and implement NAPs presents an opportunity to integrate a 'development first' approach into adaptation planning;

(f) The process to formulate and implement NAPs can bridge the gap between the immediate needs related to current climate and policy priorities and the long-term challenges associated with climate change and socioeconomic development;

(g) The process to formulate and implement NAPs provides an opportunity for developing countries to integrate climate change adaptation into longer-term development planning, across various sectors and different levels of governance;

(h) A smooth integration of the process to formulate and implement NAPs into other development processes, including those for policies and budgets, is important when developing the road map and strategy for the process.

3. Gaps and needs

29. The following gaps and needs have been identified by several countries and organizations regarding laying the groundwork and addressing gaps:

(a) The need to create more political awareness and buy-in for adaptation and leadership at policy-making levels for the process to formulate and implement NAPs in cases where that does not exist already;

(b) The need to enhance and/or establish institutional arrangements for the process to formulate and implement NAPs;

(c) The need to ensure that the activities for laying the groundwork and addressing gaps fully take into account existing national frameworks and processes related to climate change adaptation;

(d) Capacity development training for the management of the process to formulate and implement NAPs (short-term focused training), and long-term in-country support for more diverse stakeholders (experts, practitioners and decision makers);

(e) Enhanced efforts for the management of data, information and knowledge on climate change and relevant development aspects in support of adaptation planning and implementation;

(f) Tools and methods for performing comprehensive assessments, and their application under various steps of the process to formulate and implement NAPs;

(g) Capacity to apply the latest scientific findings and methods in supporting planning and decision-making;

(h) Capacity to effectively link adaptation with development planning.

B. Element B: preparatory elements

1. Experiences regarding preparatory elements

30. Regarding the assessment of medium- and long-term adaptation needs, development needs and climate vulnerabilities, most countries have already conducted the analysis of observed changes in the climate system (e.g. on temperature, precipitation and extremes) and applied climate scenarios for projections in their national communications and other relevant initiatives. Parties have reported that it is challenging to update such scenarios for the process to formulate and implement NAPs using latest Intergovernmental Panel on Climate Change (IPCC) scenarios, and that there are concerns regarding their applicability to specific and/or local contexts such as mountainous regions.

31. Most countries have conducted vulnerability assessments when preparing their national communications. In addition, many LDC Parties have reported that they can build on results from the assessments they have undertaken for their NAPAs. For example, one country sampled pilot areas that are identified as chronic vulnerability areas during the NAPA process, and developed more comprehensive vulnerability maps under its process to formulate and implement NAPs based on that.

32. NAPA preparation has also generated experience among LDCs of appraising and prioritizing adaptation options, generally using cost–benefit analysis and multi-criteria analysis and developing criteria for the prioritization. In general, the experiences gathered through the NAPAs and other adaptation initiatives have been valuable. However, the assessments or appraisals undertaken are not at the level of comprehensiveness that is required for the process to formulate and implement NAPs, either owing to a limited scope of the programme or to financial and technical constraints. In some cases some countries had not undertaken in-depth vulnerability assessments owing to the unavailability of downscaled data at the time.

2. Lessons learned and good practices

33. The following lessons learned and good practices have been identified based on the experiences of countries with the preparatory elements:

(a) The process to formulate and implement NAPs requires comprehensive risk and vulnerability assessments. Some of the assessments undertaken thus far are of a general nature and there is a need for more detailed assessments by regions, sectors, etc.;

(b) Risk frameworks can be used in various sectors and the general methodology is common, even though application in specific areas or sectors requires context-specific data and variables;

(c) The process to formulate and implement NAPs provides opportunities to improve the use of climate information and research for evidence-based decision-making. In this context it is important to recognize that information other than scientific information on climate change needs to be collected to conduct risk and vulnerability assessments, for example, information on local and traditional knowledge for disaster management and socioeconomic information;

(d) Stakeholder consultations, including with local communities and considering gender issues, are an important component of assessments and appraisals for strategic planning.

3. Gaps and needs

34. The following gaps and needs have been identified based on the experiences with preparatory elements:

(a) Capacity to conduct rigorous and comprehensive risk and vulnerability assessments and appraisals of adaptation options. Such required capacity also includes the application of different methodological approaches as new knowledge emerges; the development of an information system at the national level through which downscaled climatic and non-climatic data can be managed; and the application of traditional and local knowledge used to assess vulnerability and future risks and to deal with extreme weather events;

(b) Enhanced understanding of climate risks and impacts for temperature increases of 2°C above pre-industrial levels at the national level, and of costs and benefits of adaptation under such a scenario at the local level;

(c) Climate scenarios using the latest IPCC methods downscaled to different regions and locations;

(d) Enhanced resources for more comprehensive assessments and appraisals of vulnerabilities, risks and adaptation options;

(e) In the context of the initial guidelines for the formulation of NAPs, there is a need to provide guidance to possible outputs of the process to formulate and implement NAPs.

C. Element C: implementation strategies

1. Experiences to date with implementation strategies

35. In their submissions and through other forms of communication, Parties and organizations have shared experiences and lessons learned from the implementation of a variety of adaptation programmes and initiatives, which provide a valuable foundation for countries to build on when implementing their NAPs. Some of the relevant strategies or approaches to implementation that have been shared are described in paragraphs 36 to 39 below. They mostly relate to how countries have prioritized work according to

development needs and climate change vulnerabilities and risks and developed appropriate programmes and projects.

36. In implementing NAPAs, LDC Parties have developed individual projects to access funding under the LDCF. In some cases, projects have been funded as part of overarching programmes, including under the Great Green Wall Initiative, the Pacific Adaptation to Climate Change programme and a programme on early warning systems in Africa.

37. Under the Pilot Program for Climate Resilience (PPCR), countries developed the Strategic Program for Climate Resilience (SPCR) in the initial phase of the programme (over a period of 3 to 18 months), which outlines an underlying investment programme for a country. The initial phase has been funded through PPCR grants. SPCR may comprise technical assistance and investment components. It is designed based on the country context and could be focused on one to three sectors or themes, or on a key subregion of the country. Funded actions adopt a programmatic approach where PPCR funds are blended with other resources, including government and/or private-sector resources, and cover the additional costs necessary to make a development activity resilient to the impacts of climate change.[28]

38. Under AAP, countries were allocated approximately USD 3 million to design and implement projects aimed at incorporating climate change risks and opportunities into their national development processes in order to protect development gains from the impacts of climate change.[29]

39. Under GCCA, countries are provided with technical and financial assistance to integrate climate change into their development policies and budgets, and to implement projects that address climate change on the ground, promoting climate-resilient and low-emission development. GCCA works closely with the recipient country to agree on priority areas related to adaptation in which the country needs to make progress in order to receive a tranche of the allocated funds. Funding is then provided through a programme-based approach under which the main financing modality is budget support (general or by sector).[30]

40. Some Parties have established national climate change trust funds to, inter alia, finance the implementation of adaptation priorities at the national level, including public-sector and non-government projects, and to link international finance sources with national investment strategies.

2. Lessons learned and good practices

41. The following lessons learned and good practices have been derived from the experience with implementation strategies:

(a) Careful consideration and planning of the implementation strategy during the NAPA preparation phase has generally led to a smoother transition into the implementation phase – some LDCs have indicated that the absence of early guidelines for the

[28] Further information can be found in Climate Investment Funds. 2009. *Programming and Financing Modalities for the SCF Targeted Program, the Pilot Program for Climate Resilience (PPCR)*. Available at <https://www.climateinvestmentfunds.org/cif/sites/climateinvestmentfunds.org/files/PPCR_Programming_and_Financing_Modalities.pdf>.

[29] AAP. 2013. *Africa Adaptation Programme: Terminal Report*. Available at <https://www.undp-aap.org/sites/undp-aap.org/files/AAP%20Terminal%20Report.pdf>.

[30] Further information can be found in Council of the European Union. 2008. *Implementation Framework of the Global Climate Change Alliance*. Commission staff working document. Available at <http://www.gcca.eu/sites/default/files/GCCA/gcca_sec20082319_implementation_framework.pdf>.

implementation of NAPAs hindered the development of a comprehensive implementation strategy during the NAPA preparation phase;

(b) NAPA implementation has shown that project-based approaches and individual activities alone will not be sufficient for strategic adaptation planning and that there is a need for a more comprehensive, programmatic and systematic approach that links adaptation with development;

(c) As adaptation requires ongoing action, linking short-term decisions with long-term strategies can lead to a successful pathway;

(d) Regional centres and networks can also play important roles in supporting adaptation strategies for transboundary issues;

(e) Political will and strong institutional arrangements with a certain level of flexibility, as well as synergies with the implementation partners and donors, are required at the national level to establish an effective funding scheme;

(f) Pilot projects must not be designed and implemented without buy-in from major decision makers and beneficiaries;

(g) Use of budget support provides interesting prospects with regard to improving the absorptive capacities of developing countries in the light of future increases of financial support for adaptation. Sector-level support can help to ensure that climate change adaptation is integrated into a country's overall development effort;

(h) The establishment of national climate change trust funds has revealed that government leadership and ownership, strong institutional arrangements, the engagement of all stakeholders and relevant capacity-building at the decision-making levels are key for effective implementation. Challenges include how to ensure the sustainability of the funding mechanisms, and the involvement of the private sector in the implementation of options.

3. Gaps and needs

42. Experience with implementation strategies has revealed the following gaps and needs:

(a) As learning from previous activities and programmes greatly contributes to improved planning and implemenation of adaptation, more comprehensive reviews of past and ongoing programmes and initiatives are needed. Such programmes and initiatives should also be encouraged to share more information about experiences and lessons learned from their work;

(b) There is a need for expanding the initial guidelines for the formulation of NAPs to address the implementation of NAPs in order to facilitate the development of comprehensive implementation strategies that are at the right level of ambition with respect to the funding available.

D. Element D: reporting, monitoring and review

1. Experiences to date with reporting, monitoring and review

43. No experience with formal reporting on the progress made and the effectiveness of the process to formulate and implement NAPs through the national communications has been shared to date.

44. Many Parties are considering how to measure outcomes of the process to formulate and implement NAPs, and have reported a lack of guidance on monitoring and review, including on the development of appropriate indicators. Findings from the Adaptation Committee workshop on the monitoring and evaluation of adaptation included that:[31]

(a) Adding up indicators from the local level to get an aggregate number is not necessarily possible or desirable;

(b) National-level assessments could measure aspects of adaptive capacity that are different from those under subnational/project-based assessments, for example the degree of coordination and integration of adaptation into national priorities.

45. The European Union has developed a repository of adaptation indicators for different sectors to support decision makers in designing national monitoring and evaluation systems, and in benchmarking existing national monitoring and evaluation systems for adaptation.

46. The LEG has developed a list of essential functions of the process to formulate and implement NAPs that summarize expected outcomes of a successful process.[32] It is applying these functions in developing a tool that could be used by LDCs to monitor and assess the execution of the process. Such a tool would complement national monitoring and evaluation systems for adaptation.

47. On the review of the NAPs, some LDC Parties have included review cycles of five years on average into their NAP road maps.

2. Lessons learned and good practices

48. The following lessons learned and good practices can be derived from monitoring and review of adaptation:

(a) Monitoring and evaluation processes are important to avoid potential maladaptation, to evaluate the effectiveness and efficiency of action plans and to understand what works and what does not. They should be integral components of adaptation planning and implementation, as they greatly facilitate learning on adaptation;

(b) It is important to build monitoring and evaluation systems into activities from the start, in order to facilitate the monitoring, review and updating of the process to formulate and implement NAPs over time, and to ensure progress and the effectiveness of adaptation efforts;

(c) Monitoring and evaluation of adaptation is about information management: what is happening on adaptation and what are the results;

(d) Developing a comprehensive national adaptation monitoring and evaluation system is complex. There are many actors involved, it often takes a lot of time, and there is a need to reflect on what can realistically be achieved with limited time and resources;

(e) There does not always need to be a separate monitoring and evaluation system for climate change adaptation. It could build on existing national frameworks by incorporating updates and new indicators to measure adaptation.

[31] The report of the Adaptation Committee workshop on the monitoring and evaluation of adaptation is available at <unfccc.int/7744>.

[32] See FCCC/SBI/2013/15, paragraph 43.

3. Gaps and needs

49. The following gaps and needs have been identified regarding the reporting, monitoring and review:

(a) There is a need to expand the initial guidelines for the formulation of NAPs to include the definition of key elements of the expected outcomes, success factors and indicators of the process to formulate and implement NAPs in order to facilitate the implementation of NAPs;

(b) There are gaps in understanding on whether indicators are required to conduct monitoring and evaluation of the process to formulate and implement NAPs. Some countries have highlighted the need for technical papers that could help in discussing the role of adaptation indicators;

(c) There is a need to develop guidelines to address monitoring and evaluation under the process to formulate and implement NAPs, including reporting formats under the Convention;

(d) Parties felt that technical support for monitoring and review is currently insufficient.

E. Financial support

50. This section and the next cover the experiences, lessons learned, good practices, gaps and needs in the provision and receipt of technical and financial support, in the context of the modalities for the process to formulate and implement NAPs outlined in decision 5/CP.17.

1. Experiences with provision and receipt of financial support

51. Parties and relevant organizations have indicated that many programmes and activities that they have been, and are supporting, already contribute to the objectives of the NAP process. Some of these are listed in paragraphs 52–57 below.

52. As part of its implementing modalities, the European Union and its member States provide support to developing country Parties on activities related to different components of the process to formulate and implement NAPs through different modalities. Examples include:

(a) Sector budget support through GCCA such as for climate change adaptation in Bhutan's renewable natural resources sector;

(b) GCCA projects such as the one in Malawi aimed at alleviating poverty through enhancing the resilience of communities at the national and local levels to climate change risks and impacts; and the one in the Pacific small island developing States for supporting efforts in tackling the adverse effects of climate change;

(c) Activities led by the European Union member States such as: the project on supporting the Republic of Moldova's national climate change adaptation planning process, which is funded by Austria; and Germany's support to Cambodia and Togo to undertake activities related to element A (laying the groundwork and addressing gaps) of the process to formulate and implement NAPs.

53. GCCA focuses on mainstreaming climate change into national and sector development planning and budgeting, ensuring that climate change is addressed in a systematic, long-term and sustainable way. GCCA includes the strengthening of public

financial management as part of its programming governance and fiduciary risk assessments.

54. The United States provided support through USAID to various developing country Parties on activities related to the process to formulate and implement NAPs, including the following:

(a) In Jamaica, USAID partnered with the Government in organizing a multi-stakeholder workshop entitled "Climate change: toward the development of a policy framework for Jamaica" to develop inputs for a policy framework to enable Jamaica to achieve the national development goals articulated in its Vision 2030 Jamaica – National Development Plan in the context of climate change;

(b) In the United Republic of Tanzania, USAID partnered with the Government in conducting the workshop entitled "Tanzania coastal climate change national adaptation planning", among other activities, that led to the development of the United Republic of Tanzania's road map and strategy for the process to formulate and implement NAPs;

(c) In West Africa, USAID partnered with the Economic Community of West African States to convene the workshop entitled "West Africa coastal climate change national adaptation planning," which brought together 11 West African States to address various issues related to the process to formulate and implement NAPs.[33]

55. Japan, through AAP, provided USD 92.1 million to 21 countries across Africa to incorporate climate change risks and opportunities into national development processes in order to protect development gains from climate change. AAP was split into an inception planning process (leading to an inception workshop and the planning of the implementation phase, including a timeline) and an implementation phase. National projects were implemented through UNDP country offices in partnership with host governments using the national execution modality.

56. PPCR funds technical assistance and investments to support countries' efforts to integrate climate risks and resilience into core development planning and implementation. As at 2 June 2014, there were eleven pilots participating in PPCR spanning nine stand-alone country pilots and two regional programmes.[34]

57. The Africa Climate Change Fund, a bilateral thematic trust fund with an initial contribution of EUR 4.725 million from Germany, has been established to support African countries in becoming more resilient to climate change, and in transitioning to sustainable low-carbon growth.[35] The fund is hosted and managed by the African Development Bank Group. A first call for grant proposals was launched in August 2014, and technical assistance in the implementation of the process to formulate and implement NAPs was listed as one of the activities that could be funded.

58. Some bilateral organizations have reported that they are receiving very few requests from countries for individual support for the process to formulate and implement NAPs. This stands in contrast to the high number of requests for support under the NAP global support programme.

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[33] A report on the three workshops is available at <https://static.weadapt.org/knowledge-base/files/1488/541042f231c4cpal00k2tb.pdf>.

[34] Further information can be found in: Climate Investment Funds. 2014. *PPCR Semi-annual Operational Report (Summary)*. Available at <https://www.climateinvestmentfunds.org/cif/sites/climateinvestmentfunds.org/files/PPCR_14_3_PPCR_Semi_Annual_Operational_Report_summary.pdf>.

[35] <http://www.afdb.org/en/topics-and-sectors/initiatives-partnerships/africa-climate-change-fund/>.

59. Organizations and agencies have also reported that they each face limits regarding the support they can provide to the process to formulate and implement NAPs given their respective organizational mandate, set-up and resource constraints, particularly in the light of the long-term nature of the process to formulate and implement NAPs.

60. Many Parties have indicated that there is lack of clarity on procedures to apply for funding from the LDCF and the SCCF for the process to formulate and implement NAPs.

61. Some Parties have also indicated that both funds are based on voluntary contributions, and suffer from inadequate and unpredictable financing, and therefore pose barriers to further scaling up and mainstreaming adaptation into national development planning.

2. Lessons learned and good practices

62. The following lessons and good practices can be derived from the provision and receipt of financial support:

(a) The process to formulate and implement NAPs is an ongoing and iterative process that can be implemented through components which can be supported by different sources of funding. Paragraphs 52–57 above provide examples of how the different components of the process to formulate and implement NAPs are being or can be supported. Different sectoral funding streams at the national level could be combined in order to finance the process to formulate and implement NAPs;

(b) Regarding the limited number of requests from countries to bilateral and other sources for individual support for the process to formulate and implement NAPs, more political awareness and buy-in for the process needs to be created at the national level to generate such requests. Packaging information about the process to formulate and implement NAPs into different types of messages that would reach particular target groups (government, national and local levels, financial institutions, etc.) and exploring NAPs in the wider economic context, including the relevance of the private sector, might be effective approaches;

(c) Experiences of other adaptation initiatives show that closer synergies are required among adaptation funds. In the future, this will be particularly true for the LDCF, the SCCF, the Adaptation Fund and the GCF. Coordination is also required among the various readiness support programmes currently under way to prepare countries for the access to and management of funding from the GCF. In particular, the GCF itself should be encouraged to enhance coordination of its support and readiness programme with those of others as well as with the constituted bodies under the Convention in order to effectively prepare countries for accessing GCF funding for the implementation of NAPs;

(d) Lessons learned under GCCA include that the use of budget support provides means to improve the absorptive capacity of developing countries, and that the dialogue and exchange of experiences and cooperation through country and regional interventions promotes the transfer of knowledge from the field, informing the international climate change debate and decision-making at the highest level;

(e) In its terminal report, AAP noted that there is great need for countries to gain basic knowledge of existing financial mechanisms and how to gain access to them; that it was erroneous to expect that funds would be mobilized for climate change adaptation at the national level; and that strict eligibility criteria could serve as barriers to accessing funds;[36]

[36] The report is available at <http://www.undp-aap.org/sites/undp-aap.org/files/AAP%20Terminal%20Report.pdf>.

(f) PPCR experience shows that institutional and intergovernmental coordination is essential, including a strong lead ministry, such as a ministry of finance or planning. Consultations in the early phase can enhance engagement and communication among stakeholders and increased ownership, while a difference remains between consultations and consensus;

(g) There are challenges with regard to managing bilateral support due to various factors, including bilateral arrangements between the agencies and recipient countries, and between the different agencies and organizations and the different reporting requirements.

3. Gaps and needs

63. Gaps and needs regarding financial support include the following:

(a) Communication and awareness with regard to further facilitating access to the LDCF and the SCCF as well as access to other types of financial support, including through regional training workshops on NAPs conducted by the LEG and the dialogue of the Adaptation Committee with relevant organizations and agencies;

(b) Provision of scaled-up, adequate and additional resources to the LDCF and the SCCF, and to the GCF in the context of its initial capitalization, to meet the needs of developing countries, particularly LDCs, small island developing States and countries in Africa affected by drought and desertification, for the process to formulate and implement NAPs;

(c) Capacity to access the GCF through coordinated readiness programmes, including the nomination of focal points or national designated authorities; creating or strengthening a strategic framework for engagement and a work programme; developing an initial pipeline of programme and project proposals for the implementation of NAPs; and selecting intermediaries or implementing entities and building their capacity;

(d) Sufficient preliminary knowledge, such as on the understanding of climate finance shortcomings and the development of strategies and methodologies in establishing functional financing mechanisms for climate change adaptation;

(e) Capacity to analyse additional costs of climate change risks, vulnerabilities and impacts;

(f) Improved communication and outreach on available support;

(g) Regarding the different operational constraints that organizations and agencies face in providing support, support needs to be better coordinated and communicated, and opportunities need to be explored on how the support can be provided in a complementary manner. A specific proposal in this context is that the GEF resources that, due to their nature, tend to be provided for the short term, could be complemented by bilateral or other multilateral funding that is disbursed based on longer-term bilateral or multilateral country strategies with the respective partner organization. The process to formulate and implement NAPs can provide a platform for such coordination of support.

F. Technical support

1. Experiences to date with provision and receipt of technical support

64. Parties have welcomed the work of the LEG on the provision of technical guidance and support to LDCs on the NAP process, and the work of the Adaptation Committee on consideration of modalities for supporting developing country Parties that are not LDCs.[37]

[37] FCCC/SBI/2013/20, paragraph 106, and FCCC/SBI/2014/8, paragraph 100.

LDC Parties particularly emphasize the value of the regional training workshops on NAPs conducted by the LEG, which allow for intensive consultations and exchange of experience between participants from the same region. Organizations and country representatives that participated in the Adaptation Committee's workshop on monitoring and evaluation of adaptation and the meeting of the Adaptation Committee's task force on NAPs underlined the value of such meetings that allowed for the exchange of experience on a focused set of questions.

65. The first in a new round of regional training workshops on NAPs by the LEG was held in November 2014 for the Pacific LDCs.[38] Participants valued the exchange of national experiences on adaptation and discussed how they could build on existing adaptation programmes in undertaking the process to formulate and implement NAPs.

66. Parties and relevant organizations have indicated that there are many channels through which technical support is provided to developing country Parties on activities that could contribute to or fall under the process to formulate and implement NAPs.

67. Bilateral and multilateral support includes a blend of financial and technical support in supporting countries on adaptation planning and implementation. Technical components of the support include:

(a) Technical support for the design and implementation of adaptation programmes, projects and policies such as in the case of the LDCF, the SCCF, GCCA, PPCR, AAP and other programmes;

(b) Design and implementation of national initiatives to raise awareness of adaptation planning and implementation;

(c) Building the capacity for fiduciary and financial management, such as in the case of GCCA;

(d) Conducting assessments, including risk and vulnerability assessments, vulnerability and adaptation assessments, appraisal of adaptation options and prioritization and ranking;

(e) Integration of adaptation into national development processes;

(f) Design of monitoring and evaluation systems.

68. Parties have welcomed the establishment of the NAP global support programme for LDCs for facilitating technical support to the LDC Parties, which involved the creation of a support mechanism around three main pillars: institutional support, technical support and knowledge brokering.[39] The programme conducted regional training workshops for Asian LDCs in February 2014 and for anglophone and francophone African LDCs in April 2014, and collaborated with the LEG in conducting a regional training workshop on NAPs for the Pacific LDCs. It has supported specific in-country activities ranging from stocktaking and gaps and needs analyses to broader aspects of laying the groundwork for the process to formulate and implement NAPs, and provided technical reviews of draft NAPs and road maps of some LDCs.[40]

2. Lessons learned and good practices

69. The following lessons and good practices have been identified regarding the provision and receipt of technical support:

[38] See <http://unfccc.int/8608>.
[39] Decision 18/CP.19, paragraph 3.
[40] Further details are contained in document FCCC/SBI/2014/13, paragraph 15.

(a) Regional training workshops, such as the ones provided by the LEG or the NAP Global Support Programme, are an effective means of providing training and capacity-building on adaptation to LDCs. The modality provides countries with the opportunity to come together and learn from each other and engage with the LEG as well as international and regional organizations, and to explore how to build on existing regional activities and programmes in designing the process to formulate and implement NAPs;

(b) Meetings such as the one conducted by the Adaptation Committee's task force on NAPs in September 2014 and the technical meeting on NAPs convened by the LEG in February 2014 provide an effective platform for targeted exchanges;

(c) The initial guidelines for the formulation of NAPs and the LEG's technical guidelines for the NAP process provide a basis for undertaking the process to formulate and implement NAPs. Numerous other guidance materials exist for various components of adaptation planning, and these can be used as supplementary materials for specific steps of the process to formulate and implement NAPs. However, some Parties highlighted the potential confusion that could be brought about regarding the different guidelines from the various organizations, and emphasized that better coordination is required in order to support Parties in selecting the appropriate guiding material. The SBI subsequently encouraged the organizations to ensure the alignment of the supplements with the technical guidelines for the NAP process;[41]

(d) Collaboration by the LEG with the GEF and its agencies in supporting LDCs facilitates timely identification of the challenges faced, and provides an opportunity for exploring ways and means to address those challenges as a way to facilitate progress;

(e) The process to formulate and implement NAPs is essentially a learning process for all involved. There is no 'one size fits all' approach for the process to formulate and implement NAPs nor can specific steps or approaches be prescribed. Institutionalizing learning and the exchange of experience and lessons learned among countries, regions and organizations is therefore key.

3. Gaps and needs

70. The following gaps and needs have been identified regarding technical support for the process to formulate and implement NAPs:

(a) The urgent need for capacity-building in relation to the process to formulate and implement NAPs, not only for the climate change focal points but also for other government agencies that will be part of the process;

(b) More outreach materials for use by relevant stakeholders in raising awareness and creating buy-in for the process to formulate and implement NAPs at all levels, especially at the policy level, and to show how countries can build on existing adaptation activities in undertaking their process to formulate and implement NAPs;

(c) Better coordination and coherence of support and other aspects of the process to formulate and implement NAPs at key levels, which could be addressed through meetings such as the one conducted by the Adaptation Committee's task force on NAPs in September 2014;

(d) The development of properly managed data and information systems, which would serve as the basis for science-based planning and decision-making;

(e) The development and application of climate change scenarios based on the latest IPCC methodologies and in the context of a global temperature goal;

[41] FCCC/SBI/2014/8, paragraph 86

(f) Gaps in knowledge on theories of change on achieving the objectives of the process to formulate and implement NAPs, which could guide the development of effective processes as well as monitoring and evaluation systems;

(g) Further gaps and needs that could be addressed through the following activities by the Adaptation Committee in line with its mandate and workplan, including through its task force on NAPs, include: (i) engaging with institutions that have started initiatives on countries' readiness to access the GCF and exploring how more countries can benefit from such initiatives; (ii) exploring NAPs in the wider economic context, including the relevance of the private sector; (iii) engaging with the GEF and the GCF, as well as other bodies, to advance the effective provision of finance and other means of implementation; (iv) sharing information on success factors in the process to formulate and implement NAPs, including through case studies, and (v) reaching out to strategic partners of the process to formulate and implement NAPs, including academia, the media and regional institutions, and bringing together and enhancing their specific strengths;

(h) Further gaps and needs that could be addressed through the work of the LEG in line with its mandate and work programme, in collaboration with relevant organizations, include: (i) capacity-building on all aspects of the process to formulate and implement NAPs on a continuous basis given the evolving nature of adaptation and the long-term horizon of the process to formulate and implement NAPs, such as through training workshops at the regional level,[42] including for training of trainers, and at the national levels by relevant partner organizations; (ii) capacity-building on how to access the LDCF and SCCF and on how to build readiness to access GCF support through focused clinics during the training workshops on NAPs; (iii) need for more targeted meetings of the LEG with the participation of relevant experts to look deeper into the technical aspects of the process to formulate and implement NAPs; (iv) the need for continued engagement of advisory groups in regional training workshops with the LEG to further explore and address regional technical capacity needs and as a means of providing continuity and follow-up to the training; (v) the compilation of countries' experiences of undertaking the process to formulate and implement NAPs through case studies, taking into account the relevant work under the Nairobi work programme on impacts, vulnerability and adaptation to climate change, as a means of identifying measures aimed at addressing further needs for technical support.

71. In general, technical support should be extended to cover the implementation of NAPs as well as the reporting, monitoring and review of the process.

[42] See document FCCC/SBI/2013/16, paragraph 61, for topics that could be included in such workshops.

Annex

Timeline of the milestones related to the national adaptation plans

2010 **Decision 1/CP.16**: The Cancun Agreements: Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention

- Established the process to formulate and implement national adaptation plans

2011 **Decision 5/CP.17**: National adaptation plans

- Objectives of the national adaptation plan (NAP) process; adopting initial guidelines, modalities and financial arrangements for the least developed countries (LDCs); deciding modalities for non-LDCs; referring to reporting, monitoring and evaluation
- Identified what the NAP process seeks to achieve: reduction of vulnerability and integration of adaptation into development
- Laid out initial guidelines for the formulation of NAPs
- Requested the Least Developed Countries Expert Group (LEG) to prepare technical guidelines for the NAP process
- Urged developed countries to mobilize financial support for the NAP process in LDCs through bilateral and multilateral channels, including the Least Developed Countries Fund (LDCF)
- Invited United Nations, specialized, bilateral and multilateral agencies to establish NAP support programmes to facilitate financial and technical support
- Encouraged LDCs to provide information on their NAP process through their national communications as well as other channels
- Requested the Global Environment Facility (GEF) to consider how to enable activities through the LDCF for the preparation of the NAP process for LDCs

Decision 3/CP.17: Launching the Green Climate Fund

- The Green Climate Fund will provide resources for readiness and preparatory activities, including NAPs
- It will support developing countries in pursuing project-based and programmatic approaches in accordance with climate change strategies and plans, such as NAPs and other related activities

2012 **Decision 12/CP.18**: National adaptation plans

- Decided that the GEF would provide financial support to LDCs from the LCDF to enable activities for the preparation of the NAP process
- Urged developed country Parties to mobilize financial support for the NAP process for interested non-LDC developing country Parties through bilateral and multilateral channels, including through the Special Climate Change Fund (SCCF)
- Requested the GEF to consider how to enable activities through the SCCF for the preparation of the NAP process for non-LDC developing countries
- Decided to assess the progress made in implementing this decision, and to consider adoption of further guidance, as appropriate, at the twentieth session of the Conference of the Parties (COP)

LEG:

- The LEG included sessions on NAPs in its regional workshops on adaptation for LDCs
- The LEG convened a technical meeting to review draft technical guidelines for the NAP process
- The LEG released technical guidelines for the NAP process

2013 **GEF document GEF/LDCF.SCCF.14/06**: *Operationalizing Support to the Preparation of the National Adaptation Plan Process in Response to Guidance from the UNFCCC COP*, produced in response to decision 12/CP.18

LEG:

- NAP Expo: Launching of the NAP process in LDCs

NAP global support programme for LDCs:

- Launching of the NAP global support programme for LDCs developed by the United Nations Environment Programme (UNEP) and the United Nations Development Programme (UNDP)

Decision 18/CP.19: National adaptation plans

- Invited United Nations, specialized, bilateral and multilateral agencies to consider establishing or enhancing NAP support programs for non-LDC developing countries
- Decided to continue to take stock of the NAP process at COP 20

GEF:

- The LDCF/SCCF Council endorsed guidelines for funding the NAPs that were prepared by the GEF secretariat in response to COP guidance

Adaptation Committee:

- The Adaptation Committee established a task force on NAPs

2014 **NAP global support programme for the LDCs**: Regional training workshops on the NAP process for Asia and anglophone and francophone African countries

LEG:

- The LEG convened a technical meeting on NAPs that worked on a sample NAP process
- NAP Expo: catalysing actions and support for the NAP process
- LEG training workshop on NAPs for the Pacific

Adaptation Committee:

- The Adaptation Committee's task force on NAPs held a two-day meeting in late September with representatives from United Nations agencies, relevant multilateral and bilateral organizations and non-governmental organizations supporting the NAP process to share experiences and discuss how the NAP process can best be supported

GEF and United Nations agencies:

- To date, three Project Identification Forms have been received by the GEF for funding under the LDCF for NAP support at the national level. Countries have also requested support from the NAP global support programme, which provides three types of support – in-country targeted support, regional technical workshops and knowledge brokering through an online portal
- To date, UNDP and UNEP have jointly held four regional workshops under the NAP global support programme to support LDCs in the preparation of their NAP process
- To date, 27 LDCs had requested in-country targeted support from the NAP global support programme, and UNDP/UNEP have stated that all LDCs will probably be receiving this type of support by early 2015 (pending final approval of GEF funds)
- A NAP global support programme for non-LDCs, funded by the SCCF, is currently in the final stages of project approval and is expected to become operational in early 2015.

Bilateral support:

- Germany, Switzerland and the United States of America are currently exploring the possibility of bilateral cooperation on the process to formulate and implement NAPs